

CANADIAN

Welfare

February - March

Dr. George F. Davidson

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The Canadian Welfare Council

Was founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Dominion Department of Health.

OBJECT

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

METHODS

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences.
- (3) Field Studies and Surveys.
- (4) Research.

MEMBERSHIP

The membership falls into two groups, organization and individual.

- (1) Organization membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their programme, articles of incorporation, or other statement of incorporation.

- (2) Individual membership shall be open to any individual interested in or engaged in welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada, or not.

FEES

1. Sustaining Members	Annual Fee, \$50.00	Representatives: 5
2. National Organizations	Annual Fee, \$ 5.00	Representatives: 5
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In electing the Governing Board and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other free publications as may be put out from time to time.





DR. GEORGE F. DAVIDSON

Dr. George F. Davidson

newly appointed

Director of THE CANADIAN WELFARE COUNCIL

THE GOOD wishes of his colleagues in British Columbia, and in all parts of Canada, will go with Dr. George Davidson when he assumes his new post as Executive Director of the Canadian Welfare Council toward the end of March. To the Council he has already given many services as a member of its Board of Governors, as a special consultant, and as a contributor to publications. He will be sustained in his responsibilities as Director by this working knowledge already gained of its affairs, and by his well balanced experience and substantial personal achievements in Canadian social welfare.

In the pioneer days of a new profession, its members are recruited from the ranks of vastly different careers that-might-have-been, and Dr. Davidson abandoned the classics and modern languages to enter the service of a pioneer welfare programme on the west coast. There are scholars who regret his defection from their ranks on the threshold of what promised to be a brilliant career in Canadian education. But the challenge of this new profession proved irresistible, and as the years have shown, that promise has been fulfilled in another sphere of equal significance.

Both the Maritimes and British Columbia may claim Dr. David-

son as their own, for he was born in Nova Scotia, but has spent the greater part of his life on the Pacific Coast. He entered the University of British Columbia at the age of 15 with a Governor General's silver medal for matriculation standing and was graduated four years later with a record of four undergraduate scholarships, double honours in Ancient and Modern languages, and a special scholarship for graduate study. His extra-curricular activities included three years on the staff of the University paper where he rose to senior editor in his final year.

There followed a year of graduate work and an instructorship in classics at U.B.C. Then he entered Harvard graduate school on another scholarship (this seems to be the sixth!). In 1932, at the age of 23, he received his Ph.D. from Harvard, having won one more scholarship, and a travelling fellowship to Europe as one of the twelve outstanding students of the Harvard graduate school for that year.

The following year, 1932-33, he spent abroad, travelling through England, Germany, Czecho-Slovakia, France, Italy, Jugo-Slavia, Switzerland, and Greece. He was in Germany in 1933 at the time of Hitler's rise to power.

Back in British Columbia again, Dr. Davidson completed a high

school teachers training course at U.B.C., but at this point his plans were deflected as he was drawn by the Hon. Dr. George M. Weir, Provincial Secretary, into the rapidly developing welfare programme of the Province of British Columbia. In the provincial service he became Superintendent of Welfare and of Neglected Children. He remained in that position until the end of 1935, when he succeeded Mr. J. H. T. Falk as Executive Director of the Vancouver Council of Social Agencies and the Vancouver Welfare Federation.

In the following three years in Vancouver, Dr. Davidson won the high regard of professional colleagues, board members, and volunteer associates alike for his achievements in the field of community organization. This chapter in the record in turn served him well, when he was recalled to the Government service in 1939, to succeed Dr. H. M. Cassidy as Director of Social Welfare for the Province. He goes from that position now to the Canadian Welfare Council.

During these years of expanding responsibility in his own work, Dr. Davidson has found time for many "extra-curricular" activities in social welfare. His services have included membership on provincial advisory boards concerned with mothers' allowances, correctional institutions and arbitration under

the Residence and Responsibility Act of British Columbia. He has been actively connected with studies of juvenile delinquency, welfare of the blind, and with Dominion-Provincial youth training plans. He has served as instructor in the Social Service School of the University of British Columbia. He has been elected to office in the Canadian Conference and in the National Conference of Social Work. On leave from his own work in Vancouver, he gave special services to the Canadian Welfare Council's Committee on Non-Residence and Migrancy in 1938. In 1940-41 the Government of British Columbia released him on loan to the Dominion Government to prepare for the reception and placement of overseas children in Canada.

These are some of the highlights—the main headings perhaps, in a record of rare intellectual attainments, combined with qualities of leadership, integrity, tolerance, a lively sense of humour, and understanding of issues and people. These qualities and attainments. Dr. Davidson's experience in both the public and the voluntary services, and his faith in the attributes of a working democracy, promise continued good fortune in the leadership the Canadian Welfare Council has given, and must continue to provide, in cementing our welfare foundations. M.B.

A WAY TO PEACE

After the heart is cultivated, then the body will become regulated,
After the body becomes regulated there will be order in the family,
After the family becomes orderly, the country will become governed,
After the country becomes governed, there will be peace under the heavens.

—CONFUCIUS.

Dependents' Board of Trustees

DEPENDENTS' Supplementary Grant Fund and a Board of Trustees to administer it, to be known as the Dependents' Board of Trustees, was established by Order-in-Council P.C. 18 on January the second, 1942. Dr. George Moir Weir, former British Columbia Minister of Health and Education, has been temporarily loaned by the Department of Pensions and National Health to act as Chairman with the following members of the Board.

Arthur Huntingdon Brown, Ottawa, Ont.

Mrs. Catherine R. Collier, Bracken, Sask.

Madame Suzanne Forget, Montreal, P.Q.

Philip Sydney Fisher, Montreal, P.Q.

John Walter McKee, Ottawa, Ont.

Lt.-Col. Joseph Gustave Raymond,

Ottawa, Ont.

Frank Neal Stapleford, Toronto, Ont.

J. Douglas Winslow, Woodstock, N.B.

The Chairman of the Dependents' Allowance Board is an advisory member without voting power.

Mr. S. Cuddy, formerly of the legal staff of the Dependents' Allowance Board, is the acting secretary. The office is located at the Record Building, Experimental Farm, Ottawa. This Board will be responsible to the Minister of National Defence for the administration of the Fund. The reasons for this measure are set forth in the Order-in-Council as follows:

"(c) Allowances to dependents other than wives and children of

personnel on active service in the Navy, Army or Air Force are administered by the Dependents' Allowance Board.

"AND WHEREAS the Minister of National Defence and the Minister of Finance report that experience has shown that the said provision while adequate in most cases has proved inadequate in certain special cases where undue hardship would result if the said allowances were not supplemented by supplementary amounts or special assistance not provided for by the Financial Regulations and Instructions (Army), Financial Regulations and Instructions (R.C.A.F.) and Regulations and Instructions Royal Canadian Navy, hereinafter referred to collectively as Marriage Allowance and Dependents' Allowance Regulations.

"That it is considered desirable to have some method of providing supplementary grants or special assistance not provided for by the Marriage Allowance and Dependents' Allowance Regulations on an equitable basis in circumstances where dependents have special or emergency needs;

"That such supplementary grants or special assistance cannot satisfactorily be provided on the basis of a uniform rule or fixed scale of allowances applicable to all cases and therefore must be left to the discretion of a Board

authorized to consider special cases of difficulty and hardship and empowered to make special provision therefor based upon the circumstances of each individual dependent."

The Board will operate through regional advisory committees serving in a designated territory, and will appoint the chairman and members as required, consisting of persons drawn as far as possible from local representatives of the Dependents' Allowance Board, Department of Pensions and National Health, Soldiers' Settlement Board, the Canadian Legion, the local welfare or service agencies, all of whom will serve without remuneration. Social workers will be asked to serve as technical advisers to each of these committees. Applications for assistance will be made to these committees for consideration and action.

In announcing the formation of the Dependents' Board of Trustees, the Minister of National Defence, to whom the Board is responsible, gave a clear indication of intention to use the local welfare and service organizations to implement the Order-in-Council. These applications will be carried out locally through such agencies and channels as may be designated by the Board, and the Board may enter into agreement with existing local welfare or service agencies with regard to the investigations and reporting upon individual cases.

Mr. Jack Pembroke, President of the Council of Social Agencies

of Montreal, has been appointed Assistant to the Chairman, and is at present organizing regional committees. The Toronto Committee has been organized with the following members:

Lester Keachie, K.C., Chairman
Mrs. Margaret H. Spaulding
James D. Anderson
W. H. Carruthers
Lt.-Col. Lidstone
W. B. Malone, C.A.
Captain W. S. Nurse
Ben Sadowski
George Scott

The Hamilton Committee has also been set up with the following members:

H. Kenneth Wood, Chairman
Mrs. Gordon H. Mills
Frederick Davis
W. H. Forester
W. H. Lovering
Captain W. S. Nurse
Donald Stewart Scott

Mr. Rupert Reece of Winnipeg has been appointed as Chairman of the Winnipeg Committee and organization is under way in Manitoba. Mr. Pembroke, at the time of writing, is proceeding Westward to the Pacific Coast and later will direct the organization of local committees in Eastern Canada.

The Manitoba Government has freed Miss Elsie Lawson, their Assistant Director of Child Welfare, for a period of three months on loan. She is assisting the Board in setting up the social service machinery for their work.

Social workers will no doubt wish to keep in close touch with their local development and to familiarize themselves with procedures.

Helping the Auxiliary Services Branch, Department of Defence

ON NOVEMBER the fourth the Canadian Welfare Council sent out a request to a fairly inclusive list of the family and children's agencies all over the country, asking them to help the Auxiliary Services Division in connection with its requests for leave or discharge on compassionate grounds.

The Auxiliary Services Branch deals only with members of the Active Forces. It had initiated a discussion as to how best it could secure information regarding family situations, when enlisted heads of families had requested leave, or discharge, because of complications in their homes. Such requests grow out of illness, or death in his family, or any form of changed circumstances which seem, to the soldier's mind, to require his return home.

While some of the social agencies felt that it was almost impossible for them to undertake further tasks along these lines, in the main they accepted willingly the request made of them by this Government service, and agreed to undertake to give prompt and accurate reports to the Auxiliary Services Division, without, for the present at least, remuneration of any kind, even to reimburse them for their travelling expenses.

No complaint of any kind has reached this office as to the arduous tasks that have been

undertaken. From the Auxiliary Services Division however, have come numerous comments of appreciation. They are keenly aware of the tremendous distances that are often involved, of the sparse settlements, and lack of organized social work in such districts as the northern Prairies, the Peace River District, and Northern New Brunswick. The Legion officials have helped out where there were no social agencies. The R.C.M.P. has come to the rescue, and in one instance a railway conductor undertook the task. However, the bulk of their service has come from the organized family and children's agencies across the Dominion.

They told us of one instance in which a Children's Aid officer in an outlying district had to drive 85 miles to make the investigation for them. Of this distance, 20 was over a fair road, and the remaining distance through a bush road, yet the report came back reasonably promptly and without a complaint of any kind. Strangely enough, the instances where they have had delays have chiefly been from the urban centres.

We have every reason to be proud of the contribution that is being made in this one small section of Army work to Canada's promotion of the war. The best service we have is being made available to our soldiers' families. Hats off to the little social agencies that carry on in our hinterlands!

A.E.P.

Among many interesting topics a most significant one was their team work with the Dependents' Allowance Board.

A Regional Conference of Family Agencies

AT A recent district conference of Canadian Member Agencies of the Family Welfare Association of America, the Family Agencies of London, Galt, Hamilton, Toronto, Montreal, and Ottawa were present. The Dale Institute in Hamilton was the place of meeting. We are indebted to Miss Jean McTaggart and to Miss Sophie Boyd for the following details regarding the meetings.

The limited size of the group, and their strong community of interest, made possible the most intimate type of conference on such vital topics as—

- (a) Relationship between the local family agency and Children's Aid Society as to Intake and Referral.
- (b) The effect of War on Agencies and their Staffs.
- (c) Causes and Treatment of Marital Discord.
- (d) The Administration of Dependents' Allowance Board Cases.

As this last of these topics is of particular interest at the present, and all across the Dominion, we reproduce in full, Miss Boyd's account of the discussion.

"A great deal of time was spent on the administration of Dependents' Allowance Board cases. Most of the agencies are now administering a small number of

allowances, in such instances as the following: where the wife is unable, through mental inability, or poor judgment to do this herself; where an allowance has been questioned pending further reports; where community pressure has demanded that someone step in; where a soldier fears relatives may use the money; where a mother has deserted and, because the family agency has been working with the family for some time, the soldier prefers to have it carry on. In some few instances, agencies have asked to administer the allowance but it was felt, in general, if the family situation was reported to the Board with the need for administration indicated, it was wisest to leave the request for administration to the Board.

"The basis on which decisions are made as to whether the allowance should be administered by C.A.S. or family agency, was discussed. When neglect was apparent, C.A.S. generally take responsibility, and most children's agencies are now developing a budget service to meet this need. One agency said, when the authoritative role was needed, the C.A.S. took the case; while another considered that the Dependents' Allowance Board, itself, provided the authoritative role and the family agency could therefore do the case work and administer the allowance.

"The ready co-operation and real insight into social problems on the part of the members of the D.A.B. at Ottawa and their local representatives, was the experience of all. It was felt that the D.A.B. was anxious to receive suggestions as to general principles, as well as in individual cases. Those present were all agreed that it would be helpful if the Board would ask the local agencies to administer allowances pending investigation where there has been an adverse report, instead of cutting off the allowance until the investigation had been completed and thus causing the family difficulty. Instances of temporary cancellation are rare but might be entirely avoided in this way.

"One important question which was emphasized was, 'Does the administration of an allowance encourage dependency?' It was felt this was a significant point and that it is our responsibility to administer in such a way that gradually the individual will be able again to assume control of the money. Instances of this were cited.

"The matter of supplementing allowances was introduced. Where

there are three or four children or where in families of three and four, some are older children, supplementation is needed. One agency stressed the fact that its relief fund was not adequate and they could not set up two standards of relief, one for soldiers and one for wage earners. Another agency emphasized the importance of increased allowances on account of the many families who are not known to agencies or who live in the country but whose need is as great as those known. One agency supplements through an Auxiliary War Service Fund, another through community resources and its own budget, interpreting the need for increased allowances as it goes. The general opinion was that, as in the whole field of inadequate income, the family agency should interpret and press for adequate pay and allowances, while meeting the individual needs as best they can. Debts are a real problem in budgetting these days and whereas the dependents' allowance will usually not stretch to meet these, we may often have to include them in supplementing, in an effort to help the family meet their obligations."

ACTING DIRECTOR OF THE CANADIAN WELFARE COUNCIL. Mrs. G. Cameron Parker is at present the Acting Director of the Canadian Welfare Council. During an unavoidable interval between Miss Whitton's departure on December thirty-first and Dr. Davidson's arrival late in March, the Board has entrusted the helm to Mrs. Parker, who has served in this capacity on previous occasions.

In recent years she had directed Canadian Welfare Council Surveys in cities as far-flung as Moncton in the East and Victoria in the West, and including studies made in Hamilton, Galt and Winnipeg. Her familiarity with its work protects the Council from any break in the continuity of its service.

British Money for Our War Guests

THROUGH the courtesy of the Department of Immigration to the Canadian Welfare Council, it is now possible to pass on authentic information regarding the money being made available for British women and children in Canada.

The arrangements now agreed upon will provide a substantial measure of relief to foster parents, and to those voluntary agencies that have smoothed the way for the British women and their children.

The plan works out thus:

(1) Under an arrangement completed between the United Kingdom Government and the Dominion Government, British women evacuated to Canada with their children, and who are now temporarily resident in this country, may receive from relatives overseas the sum of £10 per month and an additional £3 for each child in Canada. This arrangement is effective as from the 1st of January, 1942. The receipt of the money will depend upon the ability and willingness of the relatives overseas to send it.

(2) British children who arrived without their parents and came under private arrangement may receive £3 per month, effective from the 1st of January, provided relatives overseas are able and willing to send it. This applies to British children in private schools.

(3) British children who came

to Canada under the assisted passage scheme and are known as CORB children may also receive £3 monthly. Twenty-six shillings of this is guaranteed by the United Kingdom Government and the balance, if sent, must be forwarded by relatives, just as in the case of children who came out privately. The United Kingdom Government asks the parents of CORB children to deposit six shillings per child per week and where parents are unable to do this, the amount is made up by the United Kingdom Government. This six shillings per week or 26 shillings per month will, therefore, be available for the support of all CORB children in Canada. It will be paid to foster parents as from the 1st of January, 1942. The method of payment is by the issue in Canada of a book containing 12 monthly orders payable at the end of each succeeding month, thus the February order will be payable on the last day of this month. Either the foster parent or the Children's Aid Society in the Province will have custody of the book of monthly orders. At the end of the month the foster parent will sign the order for that month and present it at a Post Office and receive the equivalent of 26 shillings. If the foster parents receive the difference between 26 shillings and 60 shillings (34 shillings), it will be remitted by the parents as described in paragraph No. 4.

Continued on page 14

Councils of Social Agencies and Defence Councils in the United States

AT A TIME when Canadian communities are concerned about the best way of handling the social implications of Civil Air Raid Precautions' work, the following memorandum brings us constructive suggestions.* It was approved by the Committee on Organization and Administration of Councils of Social Agencies, Washington, D.C., December 9, 1941.

ON DECEMBER 9, the Committee on Organization and Administration of Councils of Social Agencies conferred in Washington with the following officials who have responsibility for the federal programmes of defence health and welfare services: Charles P. Taft, Assistant Co-ordinator; Geoffrey May, Deputy Assistant Co-ordinator; James T. Brunot, Secretary, Committee on Community Organization; Wilmer Shields, Chief, Volunteer Offices Section, Office of Civilian Defence; and Fred Hoehler, Chairman, Committee on Community Organization. Following these conferences, the Committee drafted and formally approved the following principles and procedures which it believed would enable local defence councils to meet present emergency needs more effectively. This statement has been incorporated in a letter sent to Mr. Fred Hoehler as chairman of the federal committee.

*The Vancouver Council of Social Agencies has a twin organization called "The Co-ordinating Council" (for war work and civilian services). Both use the same office and are served by the same secretary. Subsections of the Co-ordinating Council are: An "Auxiliary Section", (services to troops); one on "War-time Health Measures"; and a third dealing with "War Guest Children and Families".

Statement of the Committee

We understand the purpose of the defence council to be the mobilization of the total resources of a community, governmental and voluntary alike, in order that complete unity of purpose may be achieved and the needs of the existing emergency most effectively met. Among these needs is provision for all important health, welfare and recreation services required to maintain local and hence national efficiency and morale.

Generally speaking in an urban community of any considerable size, the tax-supported and voluntary health, welfare and recreation agencies normally are organized into a federation or council of social agencies. Such a federation or council of social agencies enlists the effective community leadership in these fields and provides a group of volunteer and professional persons accustomed to working in unison in a common cause.

Within such federation or councils of social agencies are to be found the facilities, both tax-supported and voluntary, and also the technical knowledge and skill and the understanding which must be employed if the health,

welfare and recreation services are to be mobilized speedily and effectively for national defence.

Therefore, logic and sound procedure require that such federations and councils of social agencies be called upon to carry major responsibility for organizing the health and welfare section of the local defence council.

The local organization of health, welfare and recreation services can best be achieved through a single division of the defence council, given equal rank with other major units and subdivided as local needs may determine. No single pattern for all communities is either desirable or possible, but adoption of this principle will take advantage of local resources, will permit expansion of existing services to meet emergency needs, and will reinforce these services for use in dealing with post-war problems.

Our experience with unified organization of health, welfare and recreation planning on the local level convinces us that similar planning on state, regional and national levels is equally important. As we recognize the need for co-ordination and united leadership on the local level, we regard unified planning on a state, and federal

level as imperative. As a step in this direction, we suggest that a parallel grouping of health, welfare, and recreation services be incorporated in the state defence council. We have been pleased to note the appointment of a joint committee on community organization, of which you are the chairman, as a step in the direction of unity on the federal level.

Services to be incorporated in a health, welfare and recreation section of a defence council should include the regularly established community services in this field, both tax-supported and voluntary, many of which already are being called upon to perform emergency services and will be required to organize special services that a war situation may require.

Local federations and councils of social agencies, because of their long experience in voluntary participation in community services, can be useful to Defence Councils in the area of civilian participation. We are grateful, therefore, for the policy of using established local volunteer bureaus as the nucleus for local Civilian Defence Volunteer Offices and hope that it will be continued.

LECTURE COURSE ON CANADIAN WELFARE SERVICES

A COURSE of fifteen two-hour lectures by Miss Charlotte Whitton, C.B.E., M.A., D.C.L., LL.D., on "Evolution of Welfare Services in Canada" will be given at the Montreal School of Social Work, from February 23rd to March 25th, 1942. The lectures are designed to give a comprehensive picture of public welfare and public assistance in Canada.

Dr. Whitton, until recently Executive Director of the Canadian Welfare Council, has seen the growth of these public services in Canada and played an active part in developing them.

Civil Air Raid Precautions

AT THE first of this year, Hon. Dr. R. J. Manion became Director of Civil Air Raid Precautions for Canada—a division organized under the Department of Pensions and National Health, of which the Hon. Ian Mackenzie is the Minister.

On February 3 an A.R.P. Conference was held in Ottawa to which were called representatives from the various provinces. From the Hon. Mr. Mackenzie's address to this conference we glean the following points of interest as to plans of organization—

Because Air Raid Precautions are a matter of defence, their organization and financing are primarily a responsibility of the Federal Government. But many of the things that have to be done, require the use of the legal authority, the organization and facilities, that are under the provincial and municipal jurisdiction. The outstanding examples are fire and police departments. Without disrupting our whole system of government, a federal department could not take over the management, planning and augmentation of these services.

So the Provincial authorities have been asked to assume direction in their own provinces. In so doing, they have been asked to encourage the municipal authorities to assume the direction in their own fields. Once again the more ponderous method of co-operation

instead of dictatorship! That opens the door for arguments, complaints and evasions.

But this job has to be done! To do it, we have to use the form of organization to which our country is committed. We have to assume that the other fellow is doing his best—that the other fellow may even have a little intelligence!

Mr. Mackenzie enlarged upon the difficulty of securing equipment, so much of which requires metals needed for the prosecution of active war. He spoke of the difficulty the Federal administration experiences in dealing equitably with localities that vary so widely in their existing equipment, and in their comparative exposure to danger. Also a change in the war zone upsets plans under development, and in this connection he commented appreciatively on the fact that the Ontario Government had lately supplied British Columbia with fire fighting equipment worth hundreds of thousands of dollars; their own supply to be replenished at a later date.

To leave, at this point, the address of the Hon. Ian Mackenzie, let us first express our sympathy to Dr. Manion for the magnitude and the difficulties of his task. During this first few weeks tenure of office, they must appear well-nigh insuperable.

To the readers of *WELFARE*, Mr. Mackenzie's comments regarding the difficulties inherent in

our Federal-Provincial-Municipal system, must conjure up many and painful experiences in the field of relief during the thirties. In many respects these war years have led us to believe that a better partnership can be achieved between governments and social agencies in the fields of their common interest—the wellbeing of citizens in distress. For this reason, we venture a few comments that might illustrate the point of view of the social agencies.

1. It is one of the corner stones of our creed to be less concerned with the provision of money and equipment than with the setting up of a proper organization and equipping it with adequate and able personnel. The planning and training of the human element needs to precede the provision of equipment, and be prepared to use it to advantage when it becomes available. Whether we belong to city councils or social agencies, we value our independence, we must have our say, and it takes time to evolve unity of method. Let us hurry the organization job!

2. Except in a few places, the present divisions of A.R.P. organization do not provide for utilizing the resources and skills of the social agencies. Perhaps it is thought that this aspect of a catastrophe is covered under the Health Sections—provincial and municipal. This is not the case. In the civil administration of our country it is everywhere recognized that the handling of relief, the succouring of broken families and of helpless children demands

the technique and skills which are the peculiar tools of the social worker.

More recently social work has evolved methods of community organization through councils of agencies—both local or national. These councils provide the machinery for joint planning and action. Their help would be indispensable in meeting the civil emergencies of war. The planning for, and the placement of the British war guest children illustrates the advantages that accrue under—

- (a) joint planning of independent social agencies through a national council.
- (b) Most effective co-operation between a government department (Department of Immigration) and (in this case) Children's Aid Societies all across the Dominion and
- (c) Skilful effective care given by experienced agencies and workers to 4,419 British children torn from their moorings by the exigencies of war.

We recognize the primarily military nature of A.R.P. work. We realize that questions of transportation, fire, police protection, and medical care would be the more obvious and dramatic essentials of a calamity. We appreciate the capacity of the Red Cross to provide emergency shelter and relief. Never-the-less we also know that in order to save the human values and give comfort and skill in replacing families and children in the best environment possible, the

social agencies must play their part.

In A.R.P. administration, why not a welfare section—municipally, provincially and in the National Council? Through it the public welfare departments and voluntary social agencies can develop plans for emergency service. They can train auxiliary personnel. Most Provincial and Municipal governments have a Director of Welfare who might head it up. Where this is impracticable an outstanding

worker from a voluntary agency could serve instead.

We know all too well the limitations of social work in Canada—its newness and the number of localities that are unorganized or poorly organized. There are not nearly enough trained workers to be found. All this makes it doubly urgent that we should plan and prepare to give the best possible account of our stewardship—should the time of testing come.
A.E.P.

BRITISH MONEY FOR . . . Continued from page 9

(4) All money remitted to Canada whether for CORB or privately moved children is intended to be used for the maintenance of the children and not for pocket money. It has already been described in the preceding paragraph, how the 26 shillings per month will be paid to the foster parents of CORB children. All other funds will be transferred to Canada in the following manner:—The relatives in Britain having secured a permit from the Children's Overseas Reception Board for the transfer of money, will go to a British Post Office and deposit whatever funds (up to £10 for a mother and £3 for a child) they wish to send to Canada. There they will give their own name and address and the name and address of the payee in Canada. The British Post Office will then immediately transmit to Canada by air mail the list of depositors, the amounts deposited overseas and the name and addresses of the payees in Canada

and on receipt of that list by the Post Office in Ottawa, an Inland Order will be issued and mailed direct to the payees in Canada. This method will ensure prompt and safe delivery of the funds.

Negotiations are going on at the present time between the Governments of the Dominion and the United Kingdom towards securing larger amounts for the maintenance of children in private schools than the regular £3 per month per child rate now agreed upon. Larger amounts would, of course, depend on the willingness of parents to transmit such sums.

British adults, other than mothers of children, who are in need should take the matter up with their immediate relatives overseas, or with the Bank where their money is deposited. They should set out the circumstances under which they need funds transferred, and if they have money in England and are in real need, transfers can be arranged.

A Letter from Honolulu

IN ITS "Blue Bulletin" of February the third, the Family Welfare Association of America reproduces a letter which they have received from Mr. Dwight H. Ferguson, the Executive Director of the Child and Family Service of Honolulu. This letter, written on January thirteenth gives a vivid picture of their experiences in the recent disaster there, and we are taking the liberty of quoting a few sections of it, which embody suggestions as to how Canadian family and child welfare organizations might be affected if we were ever subjected to a similar disaster.

"We were immediately concerned with the problem of evacuating several thousand families from sections of the island which were especially dangerous. This evacuation took place during the first day and night and many of the families were moved while husbands were away participating in defence efforts. This, of course, meant that a good many families were temporarily lost and resulted in a great deal of confusion. During this period we operated under the Evacuation Committee and immediately set up a clearing station for the registration of evacuees and also for the registration of inquiries regarding their location. This was

such a big problem that it required the use of our entire staff as well as the resources of the Public Department. . . .

"Many new problems have arisen as a result of the war activities. We have participated in plans for the caring for the dependents of enemy aliens who have been detained. In the case of an attempted invasion, the civilian population will be even more involved and this will bring necessity for the placement of a large number of children who have been made dependent by such a disaster. . . .

"The number of out-of-town inquiries received has greatly increased, and with the evacuation of many families to the mainland this undoubtedly will become a more important part of our work.

"Many questions will arise in regard to the support of family members on the mainland as well as questions regarding care of dependent children.

"There seems to be more need than ever for a centralized information service as was recommended for selective service registrants, and we shall be attempting to organize such a service when we are able to secure the recognition of the military governor for such a project."

The Canadian Conference on Social Work

Montreal, May 4th, 5th, 6th and 7th, 1942

Joint Presidents

MR. P. S. FISHER

PROFESSOR EDWARD MONTPETIT

Honorary Secretary-Treasurer

MR. CHAS. H. YOUNG, 1421 Atwater Ave., Montreal

Are you planning to attend the Conference this spring?

Before actually planning the Conference, the Executive sent out letters to inquire throughout the country whether or not the Conference should be held this year. There was an overwhelming affirmative response. "A CONFERENCE WAS NEVER SO MUCH NEEDED AS NOW" was the response of most people to this inquiry.

The main emphasis of the programme is to be—"WELFARE SERVICES DEVELOPED IN WAR TIME MUST BE BASICALLY PLANNED SO THAT THEY WILL BE CAPABLE OF DEVELOPMENT AND EXTENSION WHEN PEACE COMES".

Sections of the Conference

(a) Social Case Work

Chairman: MISS FREIDA HELD

(b) Social Group Work

Chairman: MISS LOUISE GATES, Y.W.C.A.

(c) Community Planning and Interpretation

Chairman: MISS JOY MAINES, Ottawa Council of Social Agencies

(d) General Sessions

Chairman: MISS DOROTHY KING, Montreal School of Social Work

Canadian Welfare Council Annual Meeting

Will be held in conjunction with the Canadian Welfare Conference

May 4th to 7th

Detailed announcement in next issue of *Welfare*

In the preparation of this article "Canadian WELFARE" has drawn upon statements secured from educationalists, business men, social workers, labour leaders, and professional people.

Child Labour and the War

THE EMPLOYMENT of children is increasing today. In Ontario in 1939, 2,146 children between 14 and 16 years of age were granted employment certificates; in 1940 the number had increased to 4,871. "Home permits" in 1940 numbered 1,885, an increase of approximately 500 over 1939. Thus, in Ontario a total of 6,756 children were given formal exemption from school attendance in 1940. Rural statistics are not included in this total, nor are the children under 14 years of age who are absent six weeks in a term to work at home or elsewhere. Similar figures are not available for 1941, nor from other provinces, but on the basis of reports received from reliable sources the trend toward increases is common throughout Canada. It is interesting to observe that similar circumstances are developing in the United States, and that the problem is arousing considerable discussion in Great Britain.

Why This Increase?

Such a tendency appears to be a natural development during a period of rapidly increasing employment opportunities within our economic system. Scarcity of labour affects not only highly skilled trades, but also "blind alley" jobs which, unfortunately,

play an important role in our commercial and industrial life. Many of these jobs formerly taken by older boys are now open to children below the school-leaving age, provided they can obtain employment permits. More skilful handling of our labour market and more intelligent organization of our industrial life might well reduce the number of these jobs, but at the present time the pressure of employers on whatever labour they can obtain is understandable even if socially undesirable.

In rural communities farm labourers are not available, and many farmers are torn between a desire to give their children as sound an education as possible and the inescapable demands of their farms. It is a cruel choice and one which they should not have to make. The lengthening of holidays and the release of certain high school children for farm work will ease the situation somewhat, but this is recognized primarily as a temporary arrangement.

Among urban families boys and girls below the school-leaving age who take employment are, for the most part, from low income groups. Increased employment does not mean that every father or working mother is drawing good pay. Sickness, ill health, softness after long periods of relief, ad-

vancing years, limited ability and lack of skill are all frequent factors reducing family income below a decent minimum level, even when the workers concerned are employed by firms with good wage policies and working conditions. Under such circumstances children are frequently not encouraged to make the most of their opportunities for education and vocational training. Moreover, such children have been denied so many things for so long that the chance of a job is a temptation which frequently proves to be irresistible even to bright boys and girls who could successfully complete secondary school training. Unfortunately too, there are parents who are quite ready to push their children into employment in order to increase the family budget, even when such a course is not really necessary.

Basically these problems reveal fundamental weaknesses in our present day agricultural and industrial organization, including the need for effective planning of our total labour resources. Our failure to work out a satisfactory solution should not be projected into the future by virtually denying educational opportunities where they are greatly needed.

In view of these social forces pressing towards an increase in child labour it would be disastrous to lend encouragement to them. We should seek to understand them, to appreciate their strength and we should forthrightly set about to combat them. Only when it is proven beyond all shadow of doubt that our available

labour supply is disposed of in such a way as to contribute its utmost to the war effort, and that more is needed, should there be any retreat on the educational front. Despite the admitted labour shortages there is no evidence that such a situation has been reached today. The recent decision of the Ontario Government to maintain the school-leaving age at 16 is, therefore, most welcome. It indicates not only a sound approach officially but illustrates as well the strength of intelligent public opinion forcefully expressed by organizations which know the problems intimately.

Why Maintain Standards?

A sound case for the maintenance of minimum educational standards may be built up from many points of view. Emphasis can, and should be placed upon the worth of the individual personality, training in citizenship and "social living", physical strength and maturity, vocational training and guidance, and emotional maturity. But since we are living in a ruthless age the argument should, perhaps, be stated in terms of *efficiency*.

Child labour and low educational standards are inefficient. Shortages of skilled and semi-skilled workers for the Armed Forces and for war production has necessitated special training courses for 130,000 men and women in technical and plant schools in 1941. A large proportion of these are under a definite handicap because of weaknesses in their

basic educational training. Many of them are finding that the one or two years which they missed from school life would be of invaluable assistance to them at the present time. Moreover, the shortage of skilled workers in itself emphasizes the wastage which took place during the depression.

Research in regard to people who have been on relief for long periods of time brings out the fact that early employment and inadequate education are, in many cases, important factors. American, British and Canadian experience is identical on this point. Many boys and girls 14 and 15 years of age start out in jobs which have no future. They may be satisfied for a year or two, but when a change of employment is desired they have neither the training nor the background to acquire any security on the "occupational ladder". Dead-end jobs are among the most disheartening experiences which a youth of 18 or 19 years can possibly face. The waste of human material in this way has been one of the greatest blights in our social life. Sound educational and guidance standards can play an important part in checking this evil and thereby saving from impairment thousands of immature boys and girls.

Nor does the inefficiency involved rest entirely on the absence of future possibilities within the job itself. The boys and girls concerned are frequently inadequate to the work involved. Miss Rachael Young, Children's Aid Superintendent in Peterborough, states

the problem in the following terms:

"Here is a picture as seen in an industrial city of boys and girls 14 and 15 years of age privileged with work permits. They are found to be immature, lacking in judgment and in nervous strength for the tasks which concern them. War time jobs are geared to speed and efficiency. These boys and girls cannot keep up the pace. They float from place to place, and too frequently return home to wait until they are at least 16 years of age. Already instability in work habits is apparent and their previous failures have discouraged them."

The truth embodied in the above statement is reflected in the high rate of accidents among juveniles employed in industry. Statistics indicate that workers under 18 years of age suffer a greater proportion of accidents, and that there is a relatively high number of permanently disabled cases. The primary reasons are lack of judgment and inadequate nervous reserves. There is also the question of physical strength. Few adolescents are sufficiently matured to do continuous muscular work and not suffer excessive fatigue. Industrial efficiency is perhaps reduced more by accidents than by any other single factor.

Especially under war conditions, with so many parents away from home or working on night shifts, children need the discipline and authority of the school more than ever before. Juvenile delinquency has increased as well as child

labour, and while it is not possible to state the statistical relationship between them, we do know that the lack of judgment in spending and living habits of employed juveniles is frequently a factor in the growth of delinquent behaviour.

The long term effects on child labour involve the payment of large sums of money for wastage of human material without mentioning the far more significant losses in character and citizenship. They involve increased expenditures for unemployment relief, for adult training in special classes at a time when men and women learn less easily, for social services for those who have developed personal and family difficulties which they cannot meet through their own efforts, for medical care, and, in some cases, for maintenance in prisons and reformatories.

Little can therefore be said for the long term results of child labour and the short term advantages cannot be considered necessary at the moment. If lowering all standards were essential to win the war no objection would be valid, is the opinion of Mr. Tom Moore, President of the Trades and Labor Congress of Canada. But Mr. Moore goes on to say—

“There is no such necessity to meet the demands for industrial labour. The educational qualifications demanded by the Armed Forces have revealed a lamentable lack of sufficient practical education among young applicants for enlistment. To lower the school age would accentuate this handicap.

“Ever since the war began, fear has been widely expressed that available supplies of labour would speedily be absorbed. By training and re-training plans, processes of dilution, and the re-organization of industrial working forces, the requirements of war time production have been fully met, and the labour reserves among persons over 16 years of age are by no means exhausted.”

The strength of the opinion that labour reserves are still available is further indicated by statements received from other leading labour officials, by educationalists and social workers. There is every reason to feel that protection of children from too early employment is a service contributing to the efficiency of our armed forces, to our country's future, and to the growth and development of the boys and girls directly concerned.

Towards Improved Standards

Our child labour legislation is not yet as explicit as it might be. No province has so far enacted a general child labour law prohibiting employment below a specific age, and regulating the hours of work and working conditions for juveniles. Consequently, we still have to examine our compulsory school attendance laws, our child welfare legislation and specific limitations on the employment of juveniles in certain industries.

Improvements in school attendance laws would assist in closing many gaps and in clearing up ambiguities. Most of our laws permit a child to leave school when

he has completed a certain grade, or when he attains school-leaving age. Most of our laws also permit children to be exempt from school attendance for six weeks in a year to six weeks in a term. A more careful consideration of "exemptions" is desirable.

Administration also varies greatly from city to city, and in rural areas the enforcement of school attendance laws has never been fully carried out. The general feeling appears to be that improvements are greatly needed. There is little doubt that in some localities the granting of permits tends to become mechanical and investigations are not sufficiently thorough. A more painstaking consideration of the long-term needs of each individual child would strengthen general appreciation of the value of restricting the issuing of employment certificates.

The absence of specific child labour legislation has meant that child labour has, in part, been regulated by Factory Acts. Only in Quebec are there regulations (except in mining) preventing the

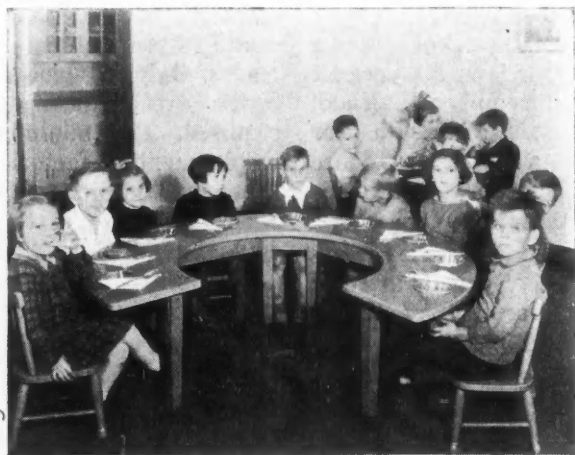
employment of young persons under 18 years of age in dangerous trades. Only in Quebec and Nova Scotia are medical examinations required. The minimum age for employment in factories is 14 except in Manitoba and Alberta where it is 15. If the minimum could be raised to 15 throughout the country it would greatly strengthen the protection of children as well as easing administrative problems in compulsory school attendance.

The complicated nature of the problems affecting child labour demand careful investigation. Administrative standards in such legislation are all important. At the present time authority is divided between the school authorities, factory inspectors, etc., and child protection officials. Their united experience indicates a need for the utmost cooperation in meeting present administrative problems and in strengthening existing child labour controls. J.E.L.

Source material: *Labour Gazette*, January, 1942, "Employment of Children and School Attendance in Canada."

"WHAT IS MISS WHITTON DOING?" inquire her many loyal friends and associates in Social Work.

The above announcement of the Montreal School of Social Work is one answer. Burlington, Vermont; the State Conference of New Hampshire, the annual meeting of the Buffalo Council of Social Agencies, a luncheon, a thousand and four lectures at the University in Chicago, a "bumper" meeting at Milwaukee are listed in January as ports of call. Consultant and field service of a temporary nature for the War Time Prices and Trade Board, and acceptance of a similar temporary task as technical adviser to the new national Dependents' Board of Trustees are other assignments. She has cancelled projected trips west on "price ceilings" and is "like to turn up" at some other meetings in the East. As heretofore she is covering three people's work in one person's time, but tells us that as soon as these undertakings are over she plans to stop "marking time" and "get down to real work" again.



Courtesy of The Ottawa Day Nursery.

War-Time Nurseries in Britain

THE WHOLE problem of the working mother has given rise to the various substitutes such as the "daily minder", the day nursery, the residential nursery, and the nursery centre.

After much consideration in a joint circular issued on May 31st, 1941, by the Ministry of Health and the Board of Education, it is stated that these departments have had under review arrangements to be made for the care by day of young children in nurseries, provision necessitated by wartime conditions. This circular does not apply to purely residential war-time nurseries. The important points are:—

"1. That one authority is responsible for the provision of such care, the Maternal and Child Welfare authority.

"2. That the net approved expenditure of that authority will be repaid by the Ministry.

"3. That provision can be made in all areas—whether evacuation, neutral or reception. The nurseries are to be called wartime nurseries. There will be two types, whole-time and part-time nurseries."

Whole-time Nurseries

"These will provide for the full day-time care and maintenance of children of all ages up to five and will be required in districts where numbers of women are in full time employment. Trained nursing staff will be essential in view of the inclusion of children under the age of two. The nursery will be under the direction of a matron who is a fully trained (general or children's hospital) nurse. The activities and

social training of children between the ages of two and five should be supervised by a suitably trained teacher."

Part-time Nurseries

"These will provide primarily for the care and training of children between the ages of two and five, and will usually be open for hours approximately equivalent to school hours, and will be under the direction of a teacher. These nurseries will be suitable for the care of young children evacuated with or without their mothers, also of young children whose mothers are either in part-time employment or able to make other arrangements for the care of their children before the nursery opens in the morning and after it closes in the evening."

The evolution of these nurseries is interesting to trace through the journals dealing with this subject in the past three years. A very informative article written in June, 1940, entitled "Day Nurseries in Time of War and their Relation to the Employment of Women in Industry", is summarized below. "Experience has shown that where a day nursery is provided for the accommodation of these children, a woman loses less time and is able to concentrate more freely on her work because freed from anxiety regarding her children." Where women are required in several industries in one locality a day nursery should be provided by the local welfare authority and should be set up by a participating committee of employers, em-

ployees, and welfare authorities. (Of course, the need for such financing by the industry has gone with the government's assumption of this responsibility.)

The average all-in-cost including children under two years of age is three shillings a day. An economic unit has been found to be of forty or more children. The mothers pay 9d. to 1s daily per child according to wages and district. Charges are assessed according to wages received. (The government's circular No. 2388 quotes prices of 3d. for part-time nurseries, no meals provided, to 1s per day for whole-time nurseries.) Main items of expense are listed:

Building: 20 unit nursery £1550

40 unit nursery £2100

Equipment: per child £7, 10s

As regards equipment it is interesting to note that members of the London fire department now occupy their time in making toys from materials obtained from bomb-ruined homes — "dobbins from debris"—as the Day Nursery Journal puts it!

The article goes on to say that a day nursery must be handy for the mothers to leave their children on the way to work, and it is better to have several separate nurseries, than one large, to decrease danger of a "hit" killing all in the nursery. It has also been found that it is often best to put up especially-planned buildings because of the resulting economy in staffing, and greater efficiency. The staff is in the proportion of one to every five children, plus domestic help. A trained woman is in

charge with another to take her place when she is off duty. (Where there are several nurseries in one district, one trained woman can "float", that is she can take substitute charge in successive nurseries while the successive matrons go off duty.) The rest of the staff are volunteers or members of the Women's Volunteer Service or of the V.A.D. It is advantageous to have local labour for the staff if possible, for they know local customs and make parents feel better when leaving their children in the care of people who are not entire strangers, and this leads to the success of the school.

It was obvious that if many wartime and residential nurseries were to be opened a sufficient number of experienced women to take charge of these nurseries would not exist. Therefore, the Royal College of Nursing in conjunction with the National Society of Day Nurseries and the Association of Sick Children's Nurses arranged intensive refresher courses. In addition, these day nurseries give a wonderful opportunity to girls from sixteen years of age up to gain a training which gives a solid foundation and a knowledge of child care. Thus while they are doing good work for the country in helping to care for the "children of industry", they are preparing themselves for future responsible positions in postwar nurseries.

Already 403 nurseries have been approved and are or will shortly be in operation, and 264 more are in preparation.* The total amount of provision made in a particular dis-

trict depends on the number of women with young children in that district who take up employment and are unable to make their own arrangements. However, one is impressed by the colossal problem presented when one reads that even if 400,000 women with children under five went into industry it would mean providing 10,000 nurseries with a staff of 80,000. There is a thought of putting in a call for girls under eighteen to help in this work equivalent to the call for boys to join cadet services.

Space does not permit to recount the many circulars, and meetings held with the object of improvement of existing systems in the organization of day nurseries. However, the following description of the difficulties under which some workers laboured gives one an idea of preparations required. "The article . . . on starting a nursery stirred poignant memories of the time last year when I was preparing the three hostels for evacuees—the only difference being that I could not push my opening date back till I was ready. I helped select the houses—four walls and a roof only on May 31st—and on June 14th I had 100 children in my care! Of course things were not perfect, but I had got all the extra plumbing, heating and cooking apparatus installed, crockery, linen, general equipment, medical supplies, and staff, and all food waiting for them when they arrived! I don't quite know how I got around everything. There was no committee, no one, I had to take sole responsi-

bility for all purchases, even for instructing the architect and getting the work done, pressing for overtime from the workmen,—everything. And every article down to the last salt-spoon I had delivered here, sorted, checked, counted and allocated to the three hostels according to numbers, and every piece of linen was marked before it went out. I helped load lorries, rode round on them, and unloaded at the other end! What an experience, but I loved it, even though I had no (literally) time in bed from June 3rd to 16th, and very few meals except tea and biscuits. Later I did the same for twenty-five cottages we requisitioned for rehousing “blitzed”

families from London, at the same time looking after said families, 180 mothers and babies, in the hostels—what a game!”

Indeed it is a game and a grand chance to* “do work of real value both for wartime and for the future, for if we can not only safeguard the physical and mental health of these children but also establish centres of character building and habit training, we shall have achieved something constructive at a time when destruction is rife.”

*Ernest Brown, Minister of Health, December 10, 1941, (Mother and Child).

We hope to devote space in the next issue of WELFARE to developments now under way in Great Britain for the expansion of their Day Nursery care.

MANITOBA HOME FOR BOYS

WHEN the buildings of the Manitoba Home for Boys were first taken over by the defence authorities, its normal occupants were housed in a bush camp. During the summer of last year the boys themselves moved the old cabins up to the new location of the school at Carman, where work was started on new buildings.

Mr. Atkinson is enthusiastic about the new location on the banks of a most intriguing river where there are possibilities of real landscaping. The students have had a large amount of freedom in assisting in the work and have shown splendid cooperation. The enthusiasm aroused by the construction of the new school in its attractive setting will greatly ease the usual problems which accompany changes.

The boys and staff moved into their new quarters in early winter. Much remains to be done and the school will not be complete for some time. Everyone interested is convinced that it will become one of the finest schools in Canada.

BOWMANVILLE TRAINING SCHOOL

BOWMANVILLE Training School has been busy lately with the adjustments made necessary in the taking over of the school buildings by the defence authorities.

Upon the evacuation of the premises at the school, headquarters were moved to a two acre property in the town of Bowmanville.

New commitments now coming in are placed immediately in selected foster homes. Altogether, the outside population has risen to over 600. This has meant an increase in the placement staff to five members. A policy of very intensive supervision is followed, especially in regard to new boys.

Social agencies throughout the provinces, realizing the difficulties of making such adjustments under the pressure of present day conditions, have extended splendid cooperation to the school.

The replies to a questionnaire sent out by Mr. Atkinson himself, to 43 heads of Training and Industrial Schools in Canada and the United States, give some helpful leads to those who are dealing with delinquent boys in relation to committing them to institutions. The remaining points of the questionnaire are to be discussed in our next issue. Readers comments will be welcomed.

Debatable Points in Industrial School Treatment

PART I

TRAINING and Industrial Schools have always faced difficult problems. The background and personalities of the individual boys and girls in their care, and the outlook of the community upon the training programmes which progressive schools have tried to carry out, have taxed to the utmost the resourcefulness of superintendents and interested citizens alike. Today war conditions have created new strains which necessitate a clear understanding of the fundamental basis underlying the operation of these schools.

This is essentially a belief in the value of re-training for boys and girls whose personal failures to make successful adjustments are, in a large extent, the result of weaknesses in parents, guardians and in the community itself. The authority of the school, the positive work which it undertakes, and the general atmosphere created by staff and students emphasize profound changes in day-to-day living for every new boy or girl entering such an institution.

The Indeterminate Sentence

The majority of boys and girls enter training and industrial

HARRY ATKINSON
of Portage la Prairie School

schools as the result of court action. This brings up at once problems concerning the length of the commitment. Answers to the questionnaire, referred to above, bring forth much discussion on the value of the indeterminate sentence, the majority feeling that it has decided advantages. Its chief value is that it provides the strongest incentive to effort in good conduct. A boy will try his best to secure an early release.

It also leaves control in the hands of the school authorities. Therefore, if home conditions are bad and the work of the school is likely to be undone, the boy can be placed in a boarding home, foster home, or working home. All this can be done without losing custody and the friendly supervision which the school has built up. The school has wider opportunities to release the child at the best possible moment for successful placement. A New York School states the matter as follows:—"We look upon the treatment programme of a training school in the same light that we regard the sanatorium for the tubercular. No

one can predict how long it will take to cure a case of delinquent behaviour. There are so many factors involved, and the staff of a training school who live with the child are in a much better position to evaluate this than the judge can before treatment begins. Treatment then becomes not a matter of time, but a matter of self-improvement. We do not believe that any time limit should be set except, perhaps, the age of 21 years for treatment."

The Ontario Training School at Bowmanville states that "the indeterminate commitment promises placement at any time. Placements are more likely to survive if made when a boy has apparently reached his 'peak' than if he is kept beyond that period." The Superintendent of a Rhode Island School is of the opinion that "a boy should enter the institution in much the same manner as an individual enters a hospital, and should remain until cured. No one can tell how long it would require at the time a boy appears in court. Definite commitments are inclined to make the institution a Junior Jail where punishment is the reward."

Weaknesses in the indeterminate sentence are also indicated. One is the difficulty in certain areas in getting the judge to consent to release or parole a boy when the school thinks he is ready. It may be that the boy used to be a general nuisance around his community and there is a desire to rid the community of the individual and "pass the buck" along to someone else. Fear was expressed of

difficulties with parents or politicians.

When a boy knows that he is to be with the school for a definite time he settles down to learn what he can. With an indeterminate sentence a boy may be thinking in terms of discharge and fail to apply himself to his schooling or other training.

The schools seemed to be divided on the question of a definite end to an indeterminate sentence. Some felt that without a time limit too much power would be placed in the hands of the superintendents and, consequently, a two-year period was recommended. However, the majority states that the time should be until the 21st birthday.

Case Work in the Homes

Problems of the indeterminate sentence lead directly to the question of the assistance given by schools or their agencies to prepare the home to receive the boy upon release. The majority of the schools answered "none". Most schools, however, realized the vital importance of such work and frankly admitted that this phase of their programme was sadly neglected.

Some superintendents feel that this should be the responsibility of the agency that sent the boy to the school, as it is familiar with the home conditions. Most school heads side-stepped the question and said what should be done without mentioning what they were doing. As far as could be ascertained very few schools were

doing anything. One frankly stated that the bad homes to which boys were allowed to return were the cause of much recidivism. This is undoubtedly true. However, several schools in the United States and Canada have social workers on their staffs. In this respect the New York School is outstanding with a staff of 10 trained workers who make and maintain contact with the home from the time the boy is committed until he is discharged on parole.

The value of this dual contact cannot be emphasized too strongly. The boy feels that the follow-up officer knows both sides of his experiences. He is the carry-over from institutional life (which is naturally restricted) to the outside life with its freedom and stronger temptations. It is known that most repeaters get into trouble within the first few months following release. A friend who has the confidence of the boy is invaluable during this period of rehabilitation.

Some schools release the boys back to the supervision of the court which committed them. This is very unwise. The day when the boy was sentenced is a day of unpleasant memories. Parents, police and probation officers stated the worst. The judge believed them and sent the boy away. If he has reformed in the school he wants to forget that day, and to be ordered back makes him ashamed. He is not just sure that they are

his friends, and unless contact has been kept with them during his stay at the school he still thinks of them with fear.

In some instances courts order released boys to report to them periodically after release. Here, while waiting, they often form new friendships with the new crop of delinquents with disastrous results. Nor do all judges consider that it is their duty to be interested in the boys whom they have sent away.

Many schools depend upon welfare officers for supervision. One requires a written monthly report from the boy, approved by the local court officer. One had five social workers in the state to look after 600 boys. The New York School seems to be the best equipped with its staff of social workers providing continuous supervision.

From the questionnaire one would gather that this phase of work with juvenile delinquents, while considered to be most vital to the success or failure of the work of the school, had not yet been given due attention by the authorities. All superintendents recognize its value, but most of them are handicapped by lack of funds, officers and general interest on the part of the public. A careful study of the British Borstal method of after-care is long overdue on this continent.

*(To be concluded in our
next issue)*

Eating for Two

EATING for two, the popular prenatal pastime, is no longer frowned upon for, with emphasis on quality not quantity, it is now based on fact! With 400 mothers-to-be as guinea pigs Doctors J. H. Ebbs, W. A. Scott and F. F. Tisdall of the University of Toronto have conducted a two and a half year investigation of the effect of prenatal diet upon mother and child.

It was a big undertaking, for all of these women had low incomes, and little idea of proper nutrition. With dietitians to teach them, and Visiting Homemakers to help them carry out orders, these women were divided into three groups:

- (a) 170 who had sufficient income to remedy dietary defects when given advice,
- (b) those on inadequate diet who acted as control cases,
- (c) 90 women whose inadequate diet was supplemented by food supplied by a Toronto business man to ensure a satisfactory intake of all essentials. The average cost to that business man was \$25.00 per patient for the whole period during which this extra food was supplied (an average of 4.7 months per patient), but if the blessings of thousands of mothers, present and future, could be translated into dollars, that man's income would be astronomical.

With his financial aid, the re-

search men were able to show that mothers on adequate diet have not only a more pleasant pregnancy with surcease from more major disturbances, minor aches and pains and emotional upsets, but a labor five hours shorter on the average than that of their less well-nourished sisters! These same ill-fed sisters had six times as many miscarriages, four times as many premature births, and three and a half times as many stillbirths as the better nourished. Twenty-four per cent (24%) of the women on the poor diet had a difficult or complicated labour as compared with only 3% in the supplemented group. Convalescence, too, was affected adversely by poor diet, with post partum complications four times as great in the poorly fed group.

Not only did mother benefit by proper nutrition, but so did her baby! Once the dramatic act of bringing new life into the world was over, and she settled down to the business of providing nourishment for her offspring, almost every mother on the adequate diet,—like Britain—"delivered the goods", whereas only a little over half of the ill-nourished mothers were able to nurse their babies satisfactorily.

We well know the tremendous advantage against disease of a breast fed over a bottle fed baby but, in addition to this, it was found that fewer babies of adequately nourished mothers arrived prematurely, fewer were anaemic,

more gained weight well, and it was almost possible to tell at a glance to which group of mothers the child belonged because of the striking difference in appearance! Offspring of mothers on a poor prenatal diet were more susceptible to nutritional diseases such as rickets, and to infections generally, with five times as many having frequent colds and three babies in this group dying in the first six months of life, while none died in the well-nourished group.

What are these miracle-working foods? Just everyday stuff on the whole, but "every day" counts! The daily intake of 40 ounces of milk, 1 ounce of cheese, 1 egg, 1 average serving of meat and butter, 2 servings of vegetables other than potato, one orange or half grapefruit or 5 ounces of tomato juice, one-half of all bread and cereals being in whole grain form, in addition to 2 teaspoonfuls of cod liver oil or its equivalent in concentrate each day, iodized salt, medicinal iron if necessary, and liver once weekly, supplies the necessary units of vitamins A, B1, B2, C and D, all the required minerals, carbohydrates, fats and proteins. Of course most of the vitamins are contained in the milk, eggs, green vegetables, fruits, and tomato juice, but a palatable wheat germ compound with added iron and malt was used to help out along this line, as well as 2,000 international units per day of vitamin D in cod liver oil or viosterol.

Because knowledge of proper nutrition has been proven to be so important, the investigators

suggest that a more specific programme of nutrition education with special references to diet and its importance during pregnancy be given to all school girls from fourteen to eighteen years of age, for they comment that "it seems impossible to reach more than a fraction of the female population with nutritional education after they have left school". They also suggest that a part-time dietitian would be useful in prenatal clinics for she could instruct patients about the fundamentals of nutrition, and cooperate with the physician in arranging for suitable diets in special cases.

Reports of this have been made to two American medical and scientific annual conventions, and the substance of the present article was taken from papers in the November 1941 Journal of Nutrition and the January 1942 number of the Canadian Medical Association Journal. As yet no comment is forthcoming from British sources. However, we Canadians should think about using this work to promote maternal and child welfare, for though it seems a simple thing to produce such striking results, for that very reason its importance is magnified. If \$25.00 can buy such a start in life for new Canadians, besides reducing illness and death amongst their mothers, *every* mother should be thus provided for, and every municipality should see to it that this is done if she is unable to obtain these essentials herself. It's cheaper in the long run and what a harvest of health can be reaped!

Recreation Services in Toronto

D. C. WILLIAMS*

IT SEEMS almost unfair to have fun in these days of disaster. And to suggest that one seriously devote time and effort to the organization and planning of recreation programmes, implies that one is indifferent to the tragedy of war. The justification of organized recreation in war time lies in its enormous influence in the development of morale, in the release it gives to the nervous tensions generated by war, in the balance and poise which such release confers on the participant, in the opportunity it offers for the development of community solidarity, in its function as a preventive to socially reprehensible behaviour.

Military authorities have been quick to see the value of organized recreation for the troops, and the public has not been slow in following and supporting this lead. It is not a very far cry from recognizing this fact to recognizing that the same needs exist in the community at large. War does not create new recreation needs; it rather sharpens and intensifies already existing needs. The justification of recreation presented here

is basically as true in times of peace as it is today. The difference is one of degree, not of kind.

The background of the study is as follows. Shortly after its inception in 1937, the Welfare Council of Toronto was requested by recreation workers to undertake some co-ordination of the activities of their field. This was made possible through the generosity of the Junior League of Toronto who agreed to underwrite the project for \$10,000.00. The project as at present organized makes possible the representation of all recreation organizations on a central planning body, the Standing Committee. The formation of this committee is notable in that it provided the first continuing opportunity for representatives of all Toronto recreation agencies to come together and plan their work jointly. This parent body authorized the establishment of three active sub-committees who have undertaken a variety of responsibilities. The Finance Committee meets regularly to review project expenditures. The Committee on Leadership Training has been particularly active. Last year this committee planned and/or assisted in organizing five courses which ranged from a training course open to volunteers in any agency to a course for executive

*D. C. Williams, Ph.D., was employed by the Welfare Council of Toronto and District from July, 1940, to December of 1941. When he resigned to do psychological work in the R.C.A.F.

To replace Dr. Williams the Welfare Council has secured the part-time services of Mrs. R. E. G. Davis, formerly Miss Margaret Svendsen (whose marriage brought her to Toronto only last summer). See newsnote regarding Mrs. Davis on page 44.

secretaries. The Fact Finding Committee were responsible for the study here reported.

Although the method employed in this study is perhaps its most important feature, its description may not interest certain readers. These will be well advised to skip the next few paragraphs. In a study of this nature, the results and findings have no more than local significance since they only serve to indicate where recreation services are most needed in Toronto. But the method whereby this information was obtained is applicable to any city, and therefore, merits further consideration.

To the best of our knowledge, the method is unique in survey work. Briefly stated, the method is not based on any absolute assessment of recreation adequacy or inadequacy in any given section of the city, but instead picks out those areas most in need of further services, compared to the rest of the city.

In the first place, the city to be surveyed must be divided into convenient smaller units. This makes possible the analysis and comparison of conditions from unit to unit. In a city where census tracts have been established, these should be used as the basic unit of comparison. There are no census tracts in Toronto, so we chose the next best unit, namely the assessment sub-divisions. The units chosen should define as homogeneous an area as possible. In general, the smaller the unit, the more likely is this condition of homogeneity to obtain. There are

50 assessment sub-divisions in Toronto, of which we used 46, omitting the four which are exclusively in the business area. All subsequent data are expressed in terms of these sub-divisions. The selection of this unit also limited the total area studied to the city proper. None of the adjoining municipalities were included.

After careful consideration, the committee decided to concentrate on two things—the need for recreation services and the amount of recreation service now being provided by recognized social agencies, both private and public. No account was taken of industrial, commercial, or church recreation, any one of which is a study in itself. The essential problems which the committee set itself were:

Recreationally speaking where are the areas of need?

How is the total membership of recreation agencies distributed?

How do these two sets of information compare?

In order to estimate recreation need, it is necessary to select one or more indices which are assumed to reflect this need. In this study, rates of juvenile delinquency per one thousand school boys and rates of dependency per one thousand families were selected as indices and calculated for each sub-division. These rates were each ranked in order of magnitude and numbered accordingly (1 to 46). In order to secure a single "index of need" these two rank orders were simply averaged.

If there were no recreation services provided, this procedure would be sufficient to indicate those areas where the need was greatest. But it is necessary to take into account the services which already exist. There are in Toronto some twenty-one private agencies who provide recreation service, plus the Parks Department and the School Board. In order to secure an index of recreation service, the memberships of the twenty-one private agencies were "spotted" by street address and a "rate of service" per one thousand population was calculated for each sub-division. Since the study dealt with the actual addresses of the members of the agencies, the location of the agency buildings was of no importance. Since the method of calculating "recreation need" is identical with that for calculating "recreation service", the two things may be directly compared. This was done by the simple process of subtracting rank order of service from rank order of need. When the need index is high and the service index low, this subtraction yields a minus quantity. The higher this negative quantity, the greater is the need for an extension of recreation service in that area. Where the need index is low and the service index high, the subtraction yields a plus quantity. The higher this plus figure the better is that area served compared to the needs of the rest of the city. It is important to note that this procedure is purely relative throughout. It makes no statement as to whether the re-

creation programme in any area is adequate or not. What it does do is to show which areas are most needy compared to the rest of the city.

The publicly operated recreation programme is carried by the Parks Department and the School Board. A map was prepared showing the location of all parks and playgrounds in the city and a circle with a radius of one half mile was described around each playground. The half mile unit was chosen on the basis of a number of previous studies which indicated that the largest percentage of attendance comes from within this distance.

Since a detailed presentation of the findings would be of local significance only, they will be dealt with very briefly here. It is interesting to note that the combined membership within the city limits, of the twenty-one private agencies of the city comes to well over forty thousand persons. Total figures are far above this, since all agencies draw members from adjoining municipalities. The techniques described in the previous section were useful in locating those areas of the city most in need of further recreation services. In terms of the public recreation programme, it was found that the public services are very well distributed throughout the city. Almost every home in Toronto is within one half mile of some public recreation facility. The only major exception to this occurs in the north end of the city where need is relatively small. The total parks area of the city more

than meets the standard set by the National Recreation Association. Contrary to certain American cities of a similar nature, it was not necessary in Toronto to recommend that buildings be torn down so that strategically located playgrounds could be constructed.

And what of the future? By its very nature, we have within the project itself, the machinery necessary to carry out the recommendations of the study. This work has been started and plans are going forward to extend services to those areas found to be most needy. Steps have also been taken for the further co-ordination of private and public recreation, and the stimulation of agency self-study. Throughout the study, the committee was guided by the principle that everyone needs recreation but some need more help than others to secure it. This is an attempt to indicate where such help is most needed.

A study of this kind emphasizing

as it does delinquency and dependency, etc., tends to create the impression that the values of recreation programmes are all negative, i.e., that recreation finds its justification in keeping people out of trouble. While recreation programmes may certainly be expected to assist in this way, no recreation worker would advance such an argument as the primary reason for attaching importance to recreation.

Most important of all perhaps, is the fact that through recreative activities people develop a sense of "belonging", a feeling of personal satisfaction and identification which is denied them elsewhere in an urban civilization. Recreation, according to David Cushman Coyle, is "the sale of civilization", the one thing that we have developed to take the place of the community feeling which vanished when technological advance destroyed the neighbourhood.

Mère Supérieure discute l'application du précepte évangélique à l'heure actuelle.

"Tu aimeras ton prochain . . ."

MÈRE SUPÉRIEURE était occupée à vérifier les dépenses et les recettes de son institution, lorsque tout à coup dans la porte de son bureau se profile la silhouette de mademoiselle Durand, assistante sociale.

—Bonjour, Mère Supérieure, est-ce que je vous dérange? Je passais

devant votre porte et j'ai pensé venir prendre de vos nouvelles.

Soyez la bienvenue, mademoiselle. Je suis heureuse de vous voir; cela me procure une heureuse détente. Vous savez les chiffres ça n'est pas mon fort. Je compte encore sur mes dix doigts! Je pense que le bon Dieu a voulu me

taquiner, et mettre les livres de compte entre les mains ce mois-ci. Mais avec de la persévérance, j'en viendrai à bout! Je vous remercie de nous avoir découvert mademoiselle Albert. Elle a un succès fou auprès de nos chers vieillards. Elle vient ici trois fois la semaine, et c'est à qui la garderait le plus longtemps. Vous imaginez si notre bonne madame Frénette est contente d'avoir quelqu'un à qui elle peut dicter des lettres pour son fils qui est prêtre-missionnaire aux confins du Canada. Je suis heureuse de constater qu'il existe encore tant de dévouement parmi nos gens.

Mademoiselle Durand regarde son interlocutrice avec un peu d'inquiétude: "Mère Supérieure, je vous croyais l'une de mes "converties du service social". Si je ne me trompe, il y a quelque chose qui ne vas pas."

—En effet, vous tombez juste. Il m'arrive de douter de toute l'organisation de service social que vous préconisez aujourd'hui. Je crains que nos oeuvres et nos institutions sociales monopolisent à ce point "la charité" qu'elles ne deviennent des "trusts" de bienfaisance. Je me prends quelquefois à regretter le temps où l'on s'aidait charitablement entre voisins. Pierre était-il dans le trouble, aussitôt Jean accourait et lui prêtait main forte, et cela sans qu'on le lui demande. Il semblait que c'était chose entendue à l'avance. A la première occasion, Pierre s'empressait de remettre le service rendu. Il me semble qu'aujourd'hui les gens vivent tellement en égoïstes. Souvenez-vous de la

petite expérience que j'ai tentée lorsque j'ai voulu organiser un petit comité de bénévoles pour venir distraire mes chers vieux; j'ai eu bien peu de succès, c'est tout juste si nous avons pu en trouver quatre ou cinq. . . .

—Mère Supérieure, est-ce que par hasard vous deviendriez pessimiste? Allons donc! Il est vrai que lors de l'organisation de votre comité, vous n'avez trouvé que cinq bonnes âmes, mais admettez tout de même, qu'elles vous sont restées fidèles. Depuis bien des mois, elles viennent chaque semaine semer un peu de joie parmi ceux dont le monde est un peu oublieux, et, avec mademoiselle Albert, cela fait six. Puis, la Providence peut bien vous susciter d'autres bonnes volontés.

—Peut-être avez-vous raison, mademoiselle Durand. Mais, dans le domaine de la protection de l'enfance, que de changements! Autrefois, il me semble que l'on ne déléguait pas ses responsabilités aussi facilement. Si un enfant devenait orphelin, on s'arrangeait entre parents pour pourvoir à l'éducation et à la formation de l'enfant. Tandis qu'aujourd'hui, on se décharge complètement de ces devoirs pour les laisser à la société.

—Mais, Mère Supérieure, cette pratique est encore en vogue et je puis vous assurer que nos assistantes sociales font tout en leur pouvoir pour maintenir cette solidarité familiale. Avant de confier l'enfant à des mains étrangères, elles étudient toutes les possibilités qui pourraient se présenter de placer l'enfant dans sa famille.

J'avoue cependant que dans les conditions actuelles de pénurie de logement, les coeurs ont beau vouloir se faire généreux, il ne leur est pas toujours facile de rendre les parois de leurs maisons élastiques!

Mademoiselle Durand énumère quelques cas qui se sont présentés dernièrement: d'abord, celui du grand Louis qui avait atteint sa douzième année et qui ne pouvait plus demeurer à l'institution. On essaya bien de le placer à la ville afin de lui permettre d'aller à l'école technique, mais la chose s'avéra difficile, parce que l'on s'imagina toujours qu'un garçon de cet âge "c'est difficile d'en venir à bout". Finalement, une famille rurale qui tenait un garage, voulut bien se charger de l'enfant. Louis s'intéresse beaucoup à la mécanique. Il ira à la classe jusqu'à seize ans mais à ses moments libre il pourra développer ses talents particuliers.

Le placement des adolescentes présente aussi des difficultés. Ce n'est pas facile de les retenir à la maison, disent les parents nourriciers. Les uniformes militaires ont sur elles une singulière influence. . .

A ce moment, Mère Supérieure interrompt mademoiselle Durand, car une question lui brûle les lèvres: "Mais, ces familles qui prennent des enfants en pension, ne croyez-vous pas que ce soit plutôt par esprit de mercantilisme, que par charité?"

—Evidemment, comme à toute règle générale, il peut y avoir des exceptions, Mère Supérieure. Je ne crois pas que le petit montant payé

pour la pension de l'enfant puisse vraiment être considéré comme une rétribution pour le service rendu à un enfant qui, en permanence ou temporairement, est privé de l'affection et des soins de ses parents. C'est tout juste si la somme reçue par les parents nourriciers peut défrayer les dépenses encourues pour l'entretien de l'enfant. Est-il possible, Mère Supérieure, de payer en argent tout le trouble, l'affection, le dévouement de tous les instants que ces parents nourriciers témoignent aux enfants que nous leur confions? J'en connais qui ont passé bien des nuits auprès de petits enfants malades. J'en connais qui ont soigné et éduqué des années durant des enfants faibles d'esprit parce que nos institutions ne sont pas assez grandes pour recevoir tous les cas de ce genre. J'en connais qui ont fait preuve de plus de patience que ne l'auraient fait des parents pour leurs propres enfants, en rééduquant et en réhabilitant des enfants qui auraient pu devenir des mauvais sujets. Ne croyez-vous pas que nos gens, par l'entremise de nos oeuvres sociales, rendent service à leur prochain tout comme le faisaient ceux d'autrefois? Est-il possible que seul l'intérêt pécuniaire dicte la conduite de ceux qui sont capables d'un tel dévouement?

—D'accord, mademoiselle Durand. Mais vous me disiez il y a quelques instants, qu'il y a pénurie de logement un peu partout, et cela je n'en doute pas, puisque notre état de guerre a causé un mouvement de population assez accentué. Les oeuvres qui placent des enfants en

pension dans les familles doivent tout de même avoir quelques difficultés à trouver des foyers prêts à recevoir les enfants?

En effet, Mère Supérieure, l'espace libre devient de plus en plus restreint dans nos foyers. Mais là encore je crois que nos gens font preuve d'esprit de sacrifice. Il en est un grand nombre qui continuent de prendre des enfants en pension, alors qu'ils pourraient facilement louer à un prix beaucoup plus élevé, les chambres dont ils disposent. Il leur serait si facile de se soulager de l'inquiétude et des soins que leur causent les enfants.

Peut-être la relation du cas suivant vous intéresserait-elle? Je ne pourrais vous affirmer que ce cas se présente tous les jours. Toutefois, il est un exemple frappant de cet esprit de charité manifesté sous forme de *service personnel*. Il y a quelques semaines, madame X., l'épouse d'un soldat parti outre-mer, se rendit à l'une de nos oeuvres de protection de l'enfance et demanda à prendre un bébé en pension. Elle déclara avoir des enfants d'âge scolaire. Elle disposait de beaucoup de loisirs. Tout de même, elle n'avait pas voulu s'occuper d'aucune oeuvre parce qu'elle craignait que cela ne la forçât à quitter sa maison trop fréquemment. Elle avait donc pensé se dévouer pour un bébé. L'enquête qui suivit cette demande révéla

que le foyer en question était très convenable, et que madame X. était une excellente maîtresse de maison et une maman exceptionnelle. La Providence voulut que quelques jours plus tard, les quatre enfants d'une famille de soldat s'échouèrent sur le seuil de cette même oeuvre: le papa était en Angleterre, et le maman venait d'être frappée d'une maladie très grave. Il fut malheureusement impossible de placer les enfants tous ensemble. La toute petite Lise, âgée de six mois, fut placée dans le foyer de madame X. Cette dernière remplace temporairement la maman qui est incapable, pour le moment, de donner à ses enfants les soins et l'éducation dont ils ont besoin. C'est ainsi qu'une épouse de soldat rend service à une autre épouse de soldat.

—Je réalise vraiment, modemoiselle Durand, que vos oeuvres favorisent ce que vous appelez "le service personnel rendu au prochain". C'est une manière de procéder un peu différente de celle d'autrefois, mais somme toute, c'est la simple observance du divin commandement de charité.

Sur ce, nos deux amies se quittèrent, l'une heureuse d'avoir contribué à une meilleure compréhension des principes de service social moderne, et l'autre de constater que, même dans la tourmente actuelle, il y a des âmes qui sont fidèles aux principes chrétiens et savent s'oublier pour les autres. M.H.

Education for Social Work in War Time

WAR TIME brings pressures in the educational field as in all phases of life today. Because of a conviction that to give maximum service it should be closely in touch with, and responsive to changing conditions, the Montreal School of Social Work called a conference on January 5th to consider current problems facing education for social work. Trustees and Faculty Members of the School, Board Members, Executives and Staffs of local Social Agencies, together with other interested men and women, spent the entire day in discussing various considerations affecting the training of professional social workers.

In his introductory remarks, J. H. H. Robertson, K.C., President of the Board of Trustees, pointed out the importance of constantly appraising the work of any educational institution, and particularly of a school of social work which depends a great deal on the support of the social agencies in the community. Not only do the agencies assist in the field work training of students, but they can give guidance as to the type of training needed for potential staff members. Mr. Robertson also spoke of the increasing demand for trained personnel in social work for private and public agencies and of the recent decrease

in the number of students seeking this training. He then called upon the Faculty to outline the present programme and objectives of social work education.

The School of Social Work

Miss Dorothy King, Director of the School, outlined the purpose of the two-year course as being an effort to give the student that combined knowledge, philosophy and skill that enable him to practice as a social worker. This is accomplished through a training in both theoretical and practical work. Miss King described how these two elements of their training worked out, the former being in the hands of recognized local authorities in the scientific fields of psychology, economics, etc., while the latter was handled by specially equipped workers in the field, who are also senior members in the agency staffs.

Miss Helen Totten, the Schools instructor in Social Case Work, is also supervisor of field instruction. She explained to the conference in detail the way the practical work was taught, including as it did frequent conferences between the student, his class and field instructors, every care being taken to see that the student's experience met his individual need. All through the student's two-year training period, the School seeks

not only to have him acquire the specific knowledge and skills required in the practice of social work, but also a philosophy adequate to give perspective to his thinking. He has to be developed into a responsible professional person, who has a real contribution to make to those whom he seeks to serve.

The library service was described by Mrs. P. G. Pratt, the School's Librarian, as providing a reservoir of books, pamphlets, and other material for the teaching of social work. While it exists primarily to serve the School, its facilities are offered to all persons in the City who are interested in social work.

Following this presentation, here so briefly outlined, of the School's efforts and activities, the meeting developed into a lively discussion which might be summarized under the following headings:

Social Work as a Field of Service

Today it is evident that there is general concern about Welfare, and the war has accentuated this. Governments are being required to guarantee social security in the interests of national unity. Groups such as war veterans are developing, to whom governments will have conspicuous obligations. The general dislocation of our economic machinery is giving rise to welfare problems and it is certain that the reconstruction period will require personnel in the social welfare field.

Up to now the Schools of Social Work have trained students who for the most part entered private

agencies but, in turn, these private agencies are now providing staff for public welfare services. In addition, in other fields such as industry, education, medicine, law, etc., there are a growing number of openings for those who have had training and experience in social work. There is every indication that such openings will increase in number with the transference from war to peace economy.

War-time Planning to meet Needs

What can the School do to meet these needs?

As far as training is concerned, the day's discussion brought out the necessity for maintaining length and content of the two-year course, and suggested that additional emphasis be placed on public welfare and administration. It expressed itself as opposed to special courses designed to give short training, and rejected the proposal of a combined Arts and Social Work course, stressing the need for a certain degree of maturity before entering social work training. If reduction in the training period became necessary the least undesirable plan would be for agencies to accept students for employment following the completion of the first year curriculum and to encourage them to finish the full course as soon as possible.

It was agreed that the organization of courses for volunteers should not be a function of the School of Social Work but that help might well be given by the

School, to Councils of Social Agencies and Volunteer Bureaux establishing such courses.

Recruitment of Social Workers

Special interest was shown in this topic. In view of the expanding field, why is it that social work is not attracting an increasing number of recruits? Three main factions were suggested as contributing to the situation: — (1) Social Work is comparatively unknown, not only to the general public, but universities and secondary schools are unaware of the vocational opportunities in this field; (2) The length and cost of training is prohibitive to many, for as well as a high school education, four years in a university and two years graduate work are required. (3) The salaries offered do not encourage university graduates to undertake training in social work when other fields offer not only higher initial remuneration but more definite assurances of future advancement.

To aid in meeting these problems of recruitment, the possibilities offered in the field of social welfare and the opportunities for training should be more broadly publicized. Not only can professional social workers do this, but members of boards of social agencies and other people outside the profession can help interpret the opportunities offered to those who have had training in social work. Board members have a special responsibility to participate ac-

tively in recruiting since the work of the agencies they represent is vitally affected by the shortage of trained personnel.

Future Development in Public Service

In the face of a probable increase in the number of trained social workers required in public welfare, the Conference thought that the social services of the country could be helped through the appointment by the schools or the Canadian Welfare Council, or both, of a very strong representative citizens' group, entrusted at this time with conferences with the Civil Service Commission of the Dominion, the new Boards, such as the Unemployment Insurance Commission, etc., and the Provincial Services, relative to creating certain qualifications and categories in which graduation from a School of Social Work, plus a certain minimum of experience, would admit directly to certain grades of the Civil Service.

The agencies have asked the School to call other conferences of this character from time to time. Reports on the above proceedings have been given to their own agencies by board members who were present, with the result that some boards are undertaking to stimulate interest in social work as a profession and thus to supplement the new and quite extensive recruitment programme planned by the Alumni of the School.

By courtesy of the Ottawa Library Association, *WELFARE* will review each issue the season's best book of "social significance".

William Henry Welch and the Heroic Age of American Medicine

SIMON FLEXNER AND
JAMES THOMAS FLEXNER

THIS is the biography of a very great man, the greatest organizer of Progress in the history of American medicine. Though in his early youth Dr. Welch wished to study divinity, his father's desire that he follow the family calling of medicine sent him to Yale. From there he proceeded to postgraduate work in Europe where his studies revealed to him the bacteriological discoveries of Koch, Ludwig, Pasteur and others. Fired with enthusiasm he returned to New York resolved to bring to America the new knowledge of the causes and prevention of disease. In 1878, while still under thirty, he persuaded the Bellevue College Medical School to grant him a laboratory, a small room furnished with a few kitchen tables. There, for the first time, the use of the microscope was introduced into the study of medicine in America. Few of us realize how much the world owes to the battle thus begun in the primitive laboratory. In thirty years Dr. Welch changed the United States from one of the most backward countries in the domain of medicine to possibly the most advanced. Today even the average person has some idea of the enormous part pathological investigation plays in medical science, especially in all properly

equipped hospitals, in diagnosis, in all branches of healing, and in such minor matters as the detection of crime. The authors trace in great detail and with a sympathy and enthusiasm commensurate with their subject, the really heroic battle fought by Dr. Welch and his associates to overcome prejudice and inertia, for "though the younger generation eagerly accepted his teachings, progress was slow enough among the old brigade."

The story of the founding of the Johns Hopkin's Medical School by "the big four", of which Dr. Welch and Dr. Osler were perhaps the most famous, marked a very tremendous stage in the progress of medical research and the beginning of the most fruitful years in Welch's career. His energy and industry were apparently inexhaustible. He lived to be over eighty and during the last fifty years of his life, was an indomitable leader in almost every important development in American medicine. Alone he edited this continent's first scientific medical journal, sat on countless boards and committees and became the first president of the scientific

board of the Rockefeller Institute for Medical Research.

The very human personality of Dr. Welch is delightfully portrayed, the story of his friendship with Dr. Osler appealing especially to Canadian readers. Dr. Simon Flexner, the senior author, famous scientist and for thirty years head of the Rockefeller Institute, was

an early pupil of Welch's at Johns Hopkin's and closely associated with the master throughout most of his life. To his knowledge and memories, literary charm and fresh viewpoints may have been the contribution of his son, the joint author, James Thomas Flexner, historian of early American medicine.

F.E.

(Macmillan \$4.50)

Land and Labour

AGRICULTURAL problems in Central Canada* have long deserved a careful detailed study in which the key difficulties could be seen in relationship to our general social and economic development. The study under review fulfills just such a need. The authors analyze the complicated and contradictory picture presented by agriculture in Ontario and Quebec and produce a readable, well documented book with a wealth of statistical tables and charts. With admirable insight the book weighs the educational, social and human elements of the problems, giving them—from a social worker's point of view—their true place in relation to the economic factors. Its accumulation of actual figures and facts about

*"The Prairies in Perspective" is now being completed as an additional volume in the McGill Research series. It is a review of unemployment and the labour market in the prairie provinces between 1920-1940.

A social survey of agriculture and the farm labour market in Central Canada, by George V. Haythorne and Leonard C. March. Published for McGill University by the Oxford University Press.

such projects as land settlement, will give many of us our first all-round picture of the whole development over a period of years. The scholarly detachment with which the authors concentrate numbers, facts and results within a few short pages, is most satisfying to the ordinary student of social developments.

Limited Extent of Fertile Land

The opening chapters on the "social setting" are particularly illuminating. While we have never experienced, in this country, the elan of the frontier to the same extent as in the United States, we have gone on talking about our inexhaustible resources which, by definition, prevent any close examination of their actual extent or of their efficient development. It is refreshing to have placed before us the somewhat unpleasant facts about the limited extent of

the fertile St. Lawrence lowlands in Ontario and Quebec, as compared with the sombre extent of the pre-cambrian shield which grudgingly yields us, with one or two exceptions, only small narrow valleys capable of extensive cultivation. Despite the fact that the geographical limitations of agricultural expansion in Central Canada have long been known, they have not influenced thinking on rural problems to any great extent, and the authors have accomplished a real service in carefully considering the necessary changes in outlook and in planning which are essential if agriculture is to prosper, and if settlement is to expand further in the few favourable places among the rocky timber lands of the Laurentians.

The implications of this basic geographical limitation have, of course, been hidden by the expansion westward on the prairies, the rapid industrialization of the St. Lawrence Valley, the growth of specialization of farm crops in "favoured" areas, the changing emphasis in markets, and the partial mechanization of farming, especially in Ontario.

"Hired Help"

In the extensive discussions on farm population one of the most interesting and commendable features is the attention shown to hired workers. Full recognition is given to their basic importance to the industry as a whole, and the growing need to improve their wages and working conditions. Their difficulties are, of course,

seen as part of the general economic situation with which Central Canadian farm operators are contending today. Nevertheless, hired workers are also looked upon as being a distinctive group with special problems of their own, deserving study and action. Detailed attention is given to ways and means of recruiting them and of improving these services.

Obstacles to Economic Progress

Today, farming is primarily a business intimately related to our present industrial economy. Self-sufficient farms, except for small special groups in certain areas, do not form an important part of the picture. Farmers, however, have not as yet been able to handle their marketing problems or maintain their price levels in the same way as industrialists. Part of the difficulty arises from the nature of farming, but the inability of farmers to overcome individualistic ways of thinking is, in many ways, encouraged by the existing educational system.

Federal and Provincial Governments have devoted great effort to improving techniques in all branches of farming, both in production and in management. Moreover, prices in domestic and foreign markets, and credit facilities have played such a large part in the continued depressed condition of our rural population, that an increasing measure of Government direction is essential, as well as the "self-help" organizations on the part of the farmers themselves. Credit unions and consumer and

producer co-operatives have accomplished a great deal, but they cannot go forward without constant reference to the general policies of our Governments. The increased attention being paid to marketing legislation, and the fact that we are now being forced to consider specialization of agriculture on a national scale, brings us back once more to the relationship of agriculture to our industrial system.

*Personal Adequacy and
Satisfactions*

In this connection emphasis

must be placed upon education. There are now, throughout Central Canada, several agencies doing excellent work in adult education, such as the Canadian Association of Adult Education, the Extension Department of Macdonald College in Quebec, and the Community Life Institute at Barrie, Ontario.

Their leaders will find in "Land and Labour" invaluable reference material which will enable them to see more clearly through their present difficulties. J.E.L.

A CASE WORK—GROUP WORK LECTURE COURSE BY A NEW LEADER

THE TORONTO SCHOOL of Social Work is putting on a course in group work, and its role in the development of persons. In presenting this course, the School is working in co-operation with the Department of University Extension of the University of Toronto and the Welfare Council of Toronto and District.

The leader in this course is to be Mrs. Margaret Svendsen Davis, who has recently become a resident of Toronto. She is an outstanding authority in the vital field of case work—group work partnership. The last few years have brought a new perception of the role that these two major services play in supplementing each other. By their effective integration, extraordinary development of personality is often achieved by the individual so served.

Through her marriage to Mr. R. E. G. Davis, we have acquired from our neighbours to the south a valuable new personality in this field of social work. Formerly of the staff of the Recreation Service of the Illinois Institute for Juvenile Research (a child guidance clinic) and consultant in case work-group work relations to the Jewish Children's Bureau of Chicago, her earlier professional experience was obtained in a variety of public and private recreation and group work agencies. She has also conducted surveys and initiated experimental programmes for those with specialized needs.

The substantial registration of students for this course indicates the welcome that is being accorded to this significant contribution to social work education.

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